

Message Text

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ORIGIN ACDA-10

INFO OCT-01 EUR-12 ISO-00 ERDA-05 CIAE-00 H-02 INR-07

IO-10 L-03 NSAE-00 OIC-02 OMB-01 PA-01 PM-04 PRS-01

SAJ-01 SAM-01 SP-02 SS-15 USIA-06 TRSE-00 DODE-00

NSC-05 /089 R

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PM:CFLOWERREE

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P R 192125Z SEP 75

FM SECSTATE WASHDC

TO USMISSION NATO PRIORITY

INFO AMEMBASSY LONDON

AMEMBASSY BONN

USDEL MBFR VIENNA

USNMR SHAPE

USCINCEUR

S E C R E T STATE 224206

E.O. 11652: GDS

TAGS:PARM, NATO, MBFR

SUBJECT: MBFR:SERVICE SUBCEILINGS

1. SINCE IT IS OUR DESIRE THAT THE INCLUSION OF AIR MAN-
POWER IN THE COMMON CEILING (WITHOUT REDUCTIONS) BE PRE-
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SENTED TO THE EAST SIMULTANEOUSLY WITH THE OPTION III
PROPOSAL, IT IS IMPORTANT THAT A FINAL NATO POSITION ON AIR
MANPOWER BE DEVELOPED. ALTHOUGH WE BELIEVE THAT THE OFFER
TO INCLUDE AIR MANPOWER IN THE COMMON CEILING COULD BE

PRESENTED TO THE EAST WITHOUT OFFERING THE DETAILS ON SERVICE SUBCEILINGS, IT APPEARS TO US THAT THE ALLIANCE WILL INSIST ON AGREEMENT ON SUBCEILINGS BEFORE APPROVING ANY GUIDANCE ON THE SUBJECT.

2. MISSION SHOULD THEREFORE ASCERTAIN THE CURRENT FRG THINKING ON THIS SUBJECT AS WELL AS INDICATE OUR DESIRE IN THE SPC THAT THE ISSUE BE RESOLVED SOON. YOU MAY DRAW ON THE RATIONALE BELOW (PARAS 3-6 IN RECAPITULATING THE US PREFERENCE FOR FLEXIBLE SUBCEILINGS. MISSION SHOULD ALSO CONVEY OUR APPRECIATION TO UK FOR THEIR PAPER ON "PROBLEMS ARISING FROM THE INCLUSION OF AIR MANPOWER IN THE COMMON CEILING AND THE DEFINITION OF FORCES."

3. THE US PREFERENCE FOR A FLEXIBLE SUBCEILING FORMULATION

(I.E., LIMITED FREEDOM TO MIX), ALTHOUGH NOT FULLY MEETING THE GOAL OF A FIRM HOLD ON GROUND FORCES, WOULD PERMIT BOTH SIDES TO MAKE MINOR VARIATIONS IN SERVICE MANNING TO ADJUST TO THE REQUIREMENTS OF NEW EQUIPMENT, DEPLOYMENT PATTERNS OR EMPLOYMENT DOCTRINE. WE BELIEVE THAT THIS FREEDOM TO MIX COULD BE SPECIFIED AS AN AMOUNT EQUIVALENT TO TEN PERCENT OF RESIDUAL AIR MANPOWER AS THE PERMITTED VARIATION IN EITHER DIRECTION (GROUND-TO-AIR OR AIR-TO-GROUND). SINCE THE SPECIFICATION OF A FIXED MAXIMUM FOR EACH SERVICE WOULD BE PART OF A FLEXIBLE SUBCEILING FORMULA, THERE WOULD IN EFFECT BE AN ADEQUATE CONSTRAINT ON GROUND FORCES. ADDITIONALLY, AIR MANPOWER AND THUS AIR BUILD-UPS BY THE PACT WOULD BE MORE CONSTRAINED UNDER FLEXIBLE SUBCEILINGS THAN UNDER A SINGLE FIXED GROUND SUBCEILING.

4. WE RECOGNIZE, HOWEVER, THAT SHIFTING OF MANPOWER BETWEEN SERVICES COULD COMPLICATE VERIFICATION. IF, AS WE BELIEVE, THE FREEDOM TO MIX COULD BE SPECIFIED AS TEN PERCENT OF RESIDUAL AIR MANPOWER, THE GROUND FORCES COULD VARY FROM 680 TO 720 THOUSAND AND THE AIR FORCES FROM 180
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TO 220 THOUSAND (ALTHOUGH AT ANY GIVEN TIME THEIR COMBINED TOTAL COULD NOT EXCEED 900,000). A REQUIREMENT THAT NOTI-

FICATION BE GIVEN OF SERVICE SHIFTS COULD EASE THE VERIFICATION DIFFICULTY.

5. IN ANY EVENT, WE BELIEVE THAT THE ALLIANCE SHOULD DEVELOP AN AGREED APPROACH SOON AND THAT THAT APPROACH SHOULD BE APPLICABLE TO 1) THE US/SOVIET NATIONAL SUBCEILINGS AT THE END OF PHASE I, 2) A NO-INCREASE IN AGGREGATE ALLIED AND AGGREGATE PACT MANPOWER BETWEEN THE PHASES, AND 3) THE POST-PHASE II ENVIRONMENT.

6. WE RECOGNIZE THE ARGUMENTS FOR THE SINGLE SUBCEILING

APPROACH. IT COULD BE LESS COMPLICATED AND IT REINFORCES OUR DESIRE TO EMPHASIZE THE FOCUS ON GROUND FORCE REDUCTION. HOWEVER, WE WOULD URGE THE FRG TO WEIGH THE CASE FOR FLEXIBLE SUBCEILINGS (PARAS 3 AND 4 ABOVE) BECAUSE IT IS THE BUNDESWEHR WHICH, AS THE LARGEST WESTERN FORCE IN THE AREA, WOULD BE MOST GREATLY AFFECTED BY WHATEVER SERVICE SUBCEILING FORMULATION IS DEVELOPED.

7. FOR NATO FYI: GIVEN OUR DESIRE TO EXPEDITE APPROVAL OF THE OPTION III GUIDANCE (INCLUDING THE AIR MANPOWER SECTION) AND THE FACT THAT THE BULK OF THE NATO MANPOWER IN THE AREA BELONGS TO THE BUNDESWEHR, WE WOULD BE WILLING TO RECONSIDER OUR POSITION IF AN ALLIANCE CONSENSUS DEVELOPS IN SUPPORT OF THE FRG POSITION (GROUND SUBCEILING ONLY) AND OUR AGREEMENT IS NECESSARY TO OBTAIN APPROVAL OF THE GUIDANCE. END FYI. KISSINGER

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Message Attributes

Automatic Decaptioning: X
Capture Date: 26 AUG 1999
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: ALLIANCE, ARMS CONTROL MEETINGS, BUDGETS
Control Number: n/a
Copy: SINGLE
Draft Date: 19 SEP 1975
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: greeneet
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1975STATE224206
Document Source: ADS
Document Unique ID: 00
Drafter: OSD/ISA:RHOWE
Enclosure: n/a
Executive Order: 11652 GDS
Errors: n/a
Film Number: D750326-0298
From: STATE
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1975/newtext/t197509105/baaaacbs.tel
Line Count: 127
Locator: TEXT ON-LINE, TEXT ON MICROFILM
Office: ORIGIN ACDA
Original Classification: SECRET
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 3
Previous Channel Indicators:
Previous Classification: SECRET
Previous Handling Restrictions: n/a
Reference: n/a
Review Action: RELEASED, APPROVED
Review Authority: greeneet
Review Comment: n/a
Review Content Flags:
Review Date: 09 APR 2003
Review Event:
Review Exemptions: n/a
Review History: RELEASED <09 APR 2003 by BoyleJA>; APPROVED <10 OCT 2003 by greeneet>
Review Markings:

Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
06 JUL 2006

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: <DBA CORRECTED> gwr 971024
Subject: n/a
TAGS: PARM, MBFR, NATO
To: NATO INFO LONDON
BONN
MBFR VIENNA
USNMR SHAPE
USCINCEUR
Type: TE

Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 06 JUL 2006